Indian and Northern Affairs Canada
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Canada

CHARACTERISTICS OF PUBLIC ADMINISTRATION EMPLOYMENT ON-RESERVE 1986 CENSUS

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I hope that this Series will provide useful and timely information for those addressing the issues facing aboriginal people and that it will generate future related discussions and research.

N. Janet Hagey
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EXECUTIVE SUMMARY

According to the 1986 Census, public administration employs some 21,200 people on-reserve, 44 percent of the experienced labour force. These counts are low-bound estimates, mainly due to the coverage problems on-reserve during the census and to the fact that the data are for 1986 and include only those employees who live on-reserve.

Of the people employed in public administration on-reserve, 15,100 work in "local government services" and "elementary and secondary education", which approximate the working definition of the Indian Public Sector. Another 6,100 are employed by "other public administrations" such as the federal and provincial governments.

The vast majority of people employed in public administration on-reserve are registered Indians, 18,300 or 86 percent. Non-aboriginals account for 11 percent of all public administration employees, while 3 percent of these employees are other aboriginals.

Registered Indians represent 95 percent of those in all occupations in "local government services", though they represent 80 percent of the experienced labour force.

Three-fifths of the registered Indians who work in public administration are employed in "local government services". Only 16 percent are employed in "elementary and secondary education", while one-quarter work in "other public administration".

By comparison, half of the non-aboriginal employees work in "other public administration" and only 15 percent in "local government services". Slightly more than one-third of the non-aboriginals are employed in "elementary and secondary education".

The proportion of full-time and part-time employment of each ethnic group within the sub-industries can generally be described as more similar than different, although some small differences appear to exist.

Non-aboriginals also reported the highest average number of weeks worked in the year previous to the census: 44 weeks full-time and 32 weeks part-time. By comparison, registered Indians work on average 36 weeks full-time and 28 weeks part-time.

Teaching and social services is the largest occupation in public administration on-reserve, employing nearly one third of all employees. The second largest occupation is construction and transportation where 13 percent of the public administration workers are employed.

Nine-tenths of the employees in managerial and administrative occupations and four-fifths of those in teaching and social service occupations are registered Indians or other aboriginals.

The highest proportions of all ethnic groups are employed in teaching and other social services occupation: 29 percent of registered Indians, 41 percent of other aboriginals and 55 percent of non-aboriginals.

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I. INTRODUCTION

During the last decade, devolution has resulted in major changes in the management of public administration on-reserve. Through devolution, DIAND has transferred much of the responsibility for service delivery on-reserve to Indian bands and tribal councils, increasing the role played by Indians in the administration of their own affairs and contributing to continuing growth in the Indian Public Sector.

Given the effects of devolution, it is important to examine the size and characteristics of the Indian Public Sector. To do so, Quantitative Analysis and Socio-demographic Research (QASR) has analyzed a number of existing data sources. For the purposes of these analyses, QASR has adopted a working definition of the Indian Public Sector as all persons who are employed either by tribal councils or by bands on-reserve to perform duties related to administration and service delivery. It should be noted that this definition is in no way inclusive of the total Indian Public Sector; rather it has been adopted as a starting point for research into the size and composition of the Indian Public Sector.

One major source of information on the Indian Public Sector is the 1986 Census. This report analyzes the data from the 1986 Census regarding persons employed on-reserve in the census industry "Public Administration", which equates roughly with QASR's definition of the Indian Public Sector. INAC customized census data on employment by industry divides "Public Administration" into the sub-industries of "local government services", "elementary and secondary education", and "other public administration". Employees of the sub-industries "local government services" and "elementary and secondary education" correspond most closely to those employees included in QASR's working definition of the Indian Public Sector. The sub-industry "other public administration" includes employees of the federal and provincial governments and many of those in health and social service occupations.

For the purposes of this analysis, QASR has examined employment in all three sub-industries for the following ethnic groups: registered Indians, other aboriginals, and non-aboriginals. The "Overview" section examines the experienced labour force on-reserve and the "Industries Within Public Administration" section examines the ethnic distribution amongst all three sub-industries. The next section, entitled "Employment Status", discusses the number of weeks worked part-time and full-time. The final sections of analyses describe the distribution of occupations across the industries and ethnic groups found in public administration on-reserve.

These data were derived from INAC customized tables from the 1986 Census of Population and Housing. The problems with the 1986 Census data and their impact on analyses of public administration on-reserve are explained in Section VII, "Limitations of Census Data". Because of these problems, this report should not be used to make definitive estimates of the size of public administration on-reserve. Rather, it should be seen as a comparative study, an indicator of the relative representation of each ethnic group within this industry. Details on the methodology and definitions of terms used are included in Section IX, "Methodological Notes and Definitions".

II. OVERVIEW

Figure 1

Representation of Groups On-Reserve
(percent of population)

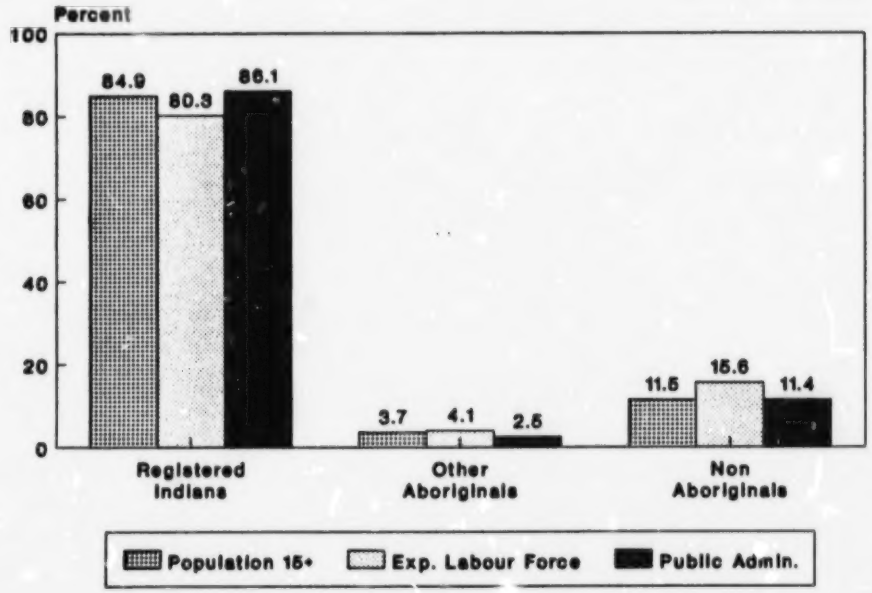


Table 1

Representation of Groups On-Reserve

ETHNIC GROUP	POPULATION 15+ #	%	EXP. LABOUR FORCE #	%	PUBLIC ADMIN. #	%
Registered Indians	101,440	84.9	38,425	80.3	18,280	86.1
Other Aboriginals	4,375	3.7	1,975	4.1	540	2.5
Non-Aboriginals	13,710	11.3	7,465	15.6	2,410	11.4
TOTAL	119,525	100.0	47,865	100.0	21,230	100.0

Representation of Groups On-Reserve

- According to the 1986 census, 85 percent of the on-reserve population aged 15 years and over are registered Indians. Another 12 percent are non-aboriginals while 4 percent are other aboriginals.

- There are some 47,900 people in the experienced labour force on-reserve. Of these, over two-fifths (21,200) are employed in public administration. These counts are low-bound estimates, mainly due to the coverage problems on-reserve during the census and to the fact that the data are for 1986 and include only those employees who live on-reserve.

- Of those employed in public administration on-reserve, 86 percent (18,300) are registered Indians, 3 percent (500) are other aboriginals and 11 percent (2,400) are non-aboriginals. The representation of each ethnic group in public administration mirrors its representation in the population.

- While registered Indians comprise 80 percent of the experienced labour force, they make up 86 percent of all people employed in public administration on-reserve. Conversely, non-aboriginals compose 16 percent of the experienced labour force but only 11 percent of public administration employees.

III. INDUSTRIES WITHIN PUBLIC ADMINISTRATION

Table 2

Public Administration Employees by Ethnic Group and Industry

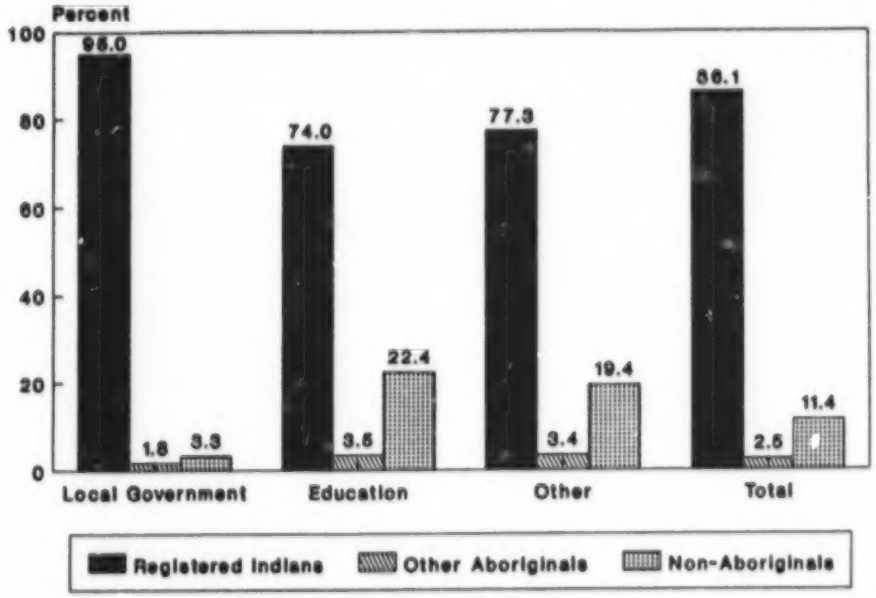
	Local Gov't	Education	Other	TOTAL
Registered Indians	10,730	2,825	4,725	18,280
Other Aboriginals	200	135	205	540
Non-Aboriginals	370	855	1,185	2,410
TOTAL	11,300	3,815	6,115	21,230

- According to the 1986 Census, the sub-industry "local government services" has three times more employees than "elementary and secondary education" and almost twice as many employees as "other public administration".

- Of the people employed in public administration on-reserve, 15,100 work in "local government services" and "elementary and secondary education", which approximate the working definition of the Indian Public Sector. Another 6,100 are employed by "other public administrations" such as the federal and provincial governments.

Figure 2

Representation of Ethnic Groups Within Industries
(percent of industry)



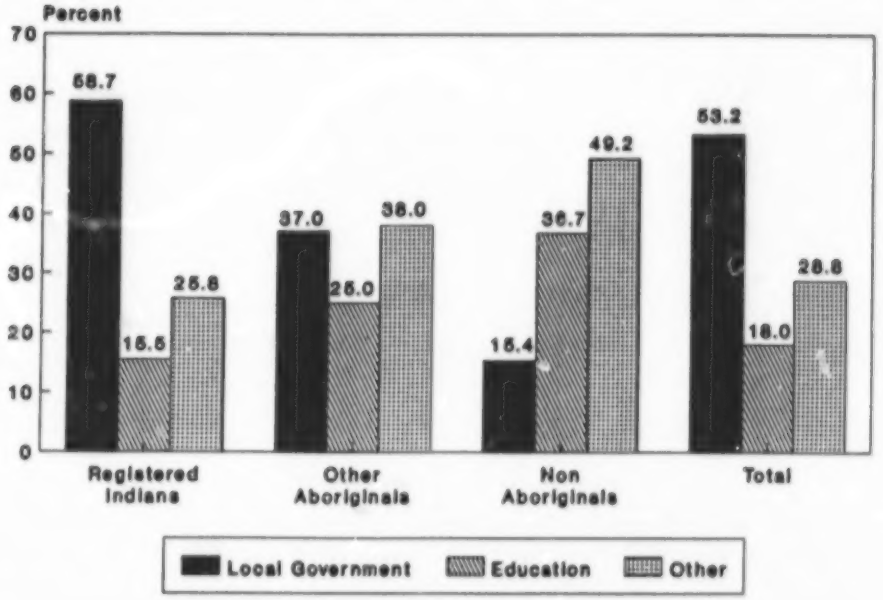
- According to the 1986 Census, registered Indians represent 95 percent of those in all occupations in "local government services", though they represent 80 percent of the experienced labour force.

- Although registered Indians make up 80 percent of the experienced labour force and 85 percent of the population 15 years and over, they represent only 74 percent of those employed in "elementary and secondary education". Non-aboriginals, who make up 16 percent of the experienced labour force and only 12 percent of the population 15 years and over, represent 22 percent of those in this industry. The representation of other aboriginals is comparable to their proportions of the population and of the experienced labour force.

- Registered Indians represent 77 percent of those employed in "other public administration", even though they represent over 80 percent of both the population and experienced labour force. Conversely, non-aboriginals, who represent 12 percent of the population 15 years and over and 16 percent of the experienced labour force, make up 19 percent of those employed in this industry. The representation of other aboriginals is comparable to their proportions of the population and of the experienced labour force.

Figure 3

Distribution of Ethnic Groups Across Industries
(percent of industry)



- Three-fifths of the registered Indians who work in public administration on-reserve are employed in "local government services", while the smallest proportion are employed in "elementary and secondary education", 16 percent. One-quarter of all registered Indians are employed in "other public administration".

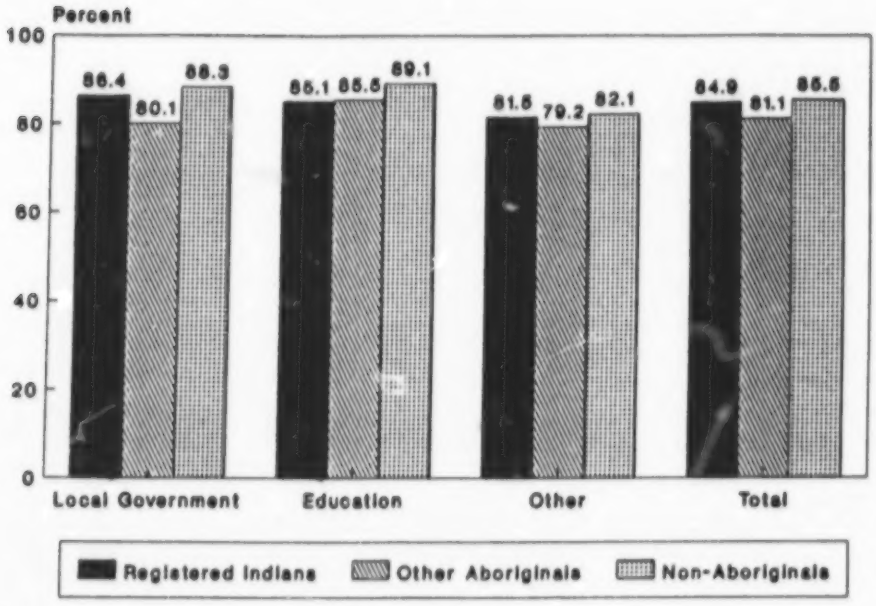
- Almost two-fifths of all other aboriginals are employed in "local government services" and almost two-fifths more are employed in "other public administration." The remaining one-quarter of other aboriginals are employed in "elementary and secondary education".

- The employment pattern of non-aboriginals is the opposite to that of the other two ethnic groups. One-half are employed in "other public administration" while only 15 percent are employed in "local government services". Slightly more than one-third are employed in "elementary and secondary education", a higher proportion than that of the other two ethnic groups employed in this sub-industry.

IV. EMPLOYMENT STATUS

Figure 4

Percent of Full-Time Workers by Ethnic Group within Industries



- The proportion of full-time and part-time employment of each ethnic group within the sub-industries can generally be described as more similar than different, although some small differences appear to exist.

- According to the 1986 Census, non-aboriginals have the highest percentage of full-time employment in all sub-industries: 88 percent in "local government services", 89 percent in "elementary and secondary education" and 82 percent in "other public administration".

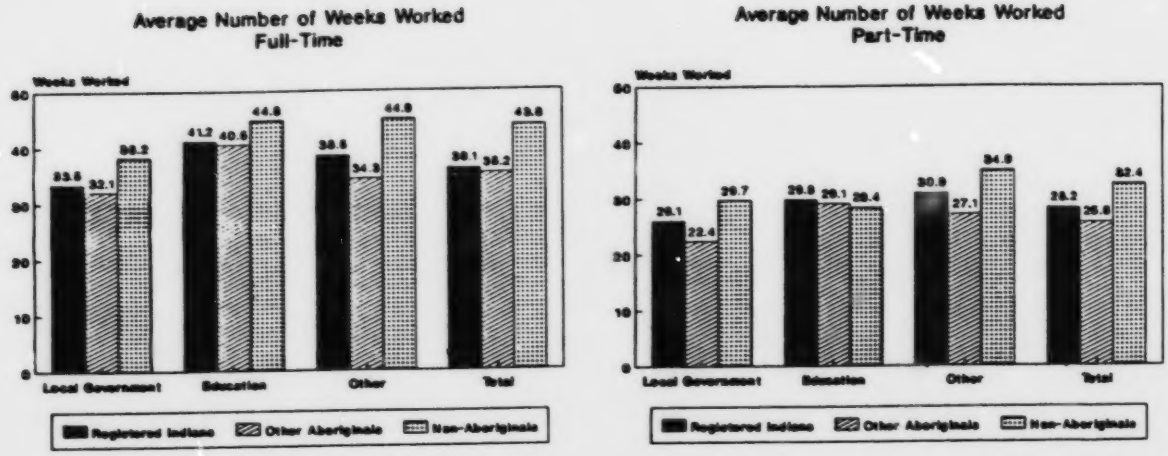
- Registered Indians have the second highest rate of full-time employment, averaging 85 percent across all sub-industries.

- A slightly greater proportion of non-aboriginals than registered Indians and other aboriginals work full-time in "elementary and secondary education", 89 percent compared to 85 and 86 percent respectively.

- Other aboriginals have the highest percentage of part-time employment, 19 percent overall.

Figure 5

Average Number of Weeks Worked by Ethnic Group within Industries



- According to the 1986 Census, non-aboriginals worked longer, on average, than any other ethnic group: 44 weeks full-time and 32 weeks part-time in the total public administration.

- By comparison, registered Indians worked overall 8 weeks less full-time and 4 weeks less part-time than non-aboriginals, 36 weeks and 28 weeks respectively.

- Other aboriginals worked the least number of weeks on average, 35 weeks full-time and 26 weeks part-time.

- For all ethnic groups, employees in "local government services" worked in most cases the least number of weeks, both full-time and part-time.

- For most ethnic groups, full-time employees in "elementary and secondary education" worked the most number of weeks while part-time employees in "other public administration" worked the most number of weeks.

V. OCCUPATIONS BY INDUSTRY

Table 3

Representation of Occupations within Industries
(percent of industry)

Occupation	Local Gov't	Education	Other	TOTAL
Managerial Admin. and Related	14.9	5.6	7.2	11.0
Teaching and Social Services	15.5	64.7	41.2	31.8
Stenographic and Typing	5.6	3.7	4.2	4.9
Bookkeeping and Related	4.9	0.7	2.0	3.3
All Other Clerical	4.5	0.9	8.5	5.0
Protective Service	3.8	1.0	8.0	4.5
Sales and All Other Services	8.0	15.1	15.4	11.4
Primary Industry	8.0	-	2.5	5.0
Processing	0.2	-	-	0.1
Machine Prod. Assembly and Rep.	1.1	0.5	0.9	0.9
Construction and Transport	20.0	5.5	6.1	13.4
All Other Occupations	13.6	2.2	4.0	8.8
TOTAL	100.0	100.0	100.0	100.0

- According to the 1986 Census, teaching and social services is the largest occupation in public administration on-reserve, employing nearly one third of all employees. The second largest occupation is construction and transportation with 13 percent, followed by managerial administration and related, and protective services, each with 11 percent.

- One-fifth of the people employed in "local government services" are involved in construction and transportation.

- Of those employed in "elementary and secondary education", 65 percent work in teaching and other social service occupations and another 15 percent are involved in sales and all other service occupations.

- In "other public administration", 41 percent of the people are employed in the occupation of teaching and social services. As "other public administration" includes employees of federal and provincial governments, these people may be employed in federally or provincially operated schools and health care services. However, it is not clear from the census data whether employees of federal or provincial operated schools are classified as being employed by "other public administration" or "elementary and secondary education".

Table 4

Distribution of Occupations across Industries
(percent of occupation)

Occupation	Local Gov't	Education	Other	TOTAL
Managerial Admin. and Related	71.9	9.2	18.8	100.0
Teaching and Social Services	26.0	36.6	37.4	100.0
Stenographic and Typing	61.7	13.6	24.8	100.0
Bookkeeping and Related	78.6	3.6	17.9	100.0
All Other Clerical	47.6	3.3	49.1	100.0
Protective Service	44.8	4.2	51.0	100.0
Sales and All Other Services	37.4	23.8	38.8	100.0
Primary Industry	85.3	-	14.7	100.0
Processing	100.0	-	-	100.0
Machine Prod. Assembly and Rep.	61.5	10.3	28.2	100.0
Construction and Transport	79.5	7.4	13.1	100.0
All Other Occupations	82.4	4.5	13.1	100.0
TOTAL	53.2	18.0	28.8	100.0

- People employed in teaching and social services occupations work mainly in "other public administration services" and "elementary and secondary education", 37 percent in each industry.

- The majority of workers in primary and secondary occupations are employed in "local government services": 85 percent of all primary workers, 100 percent of them in processing, 62 percent in machine production and assembly, and 80 percent in construction and transportation.

- As well, "local government services" employs 72 percent of the workers in managerial, administrative and related occupations.

- Almost all of the people who have clerical occupations (stenographic and typing, bookkeeping, and all other clerical occupations) are employed in either "local government services" or "other public administration".

VI. OCCUPATIONS BY ETHNIC GROUP

Table 5

Representation of Ethnic Groups within Occupations
(percent of occupation)

Occupation	Registered Indian	Other Aboriginal	Non Aboriginal	TOTAL
Managerial Admin. and Related	87.6	1.7	10.7	100.0
Teaching and Social Services	77.2	3.3	19.6	100.0
Stenographic and Typing	88.3	1.5	10.2	100.0
Bookkeeping and Related	88.6	1.4	10.0	100.0
All Other Clerical	86.3	2.4	11.3	100.0
Protective Service	74.0	2.6	23.4	100.0
Sales and All Other Service	89.5	4.1	6.4	100.0
Primary Industry	97.2	0.9	1.9	100.0
Processing	100.0	-	-	100.0
Machine Prod. Assembly and Rep.	89.7	-	10.3	100.0
Construction and Transport	95.9	1.8	2.3	100.0
All Other Occupations	94.4	2.4	3.2	100.0
TOTAL	86.1	2.5	11.4	100.0

- Nine-tenths of the employees in managerial and administrative occupations, and four-fifths of those in teaching and social service occupations are registered Indians or other aboriginals.

- Registered Indians have their highest proportional representation in primary and secondary occupations. Among these occupations with more than 1,000 employees, registered Indians comprise 97 percent of primary industry and 96 percent of construction and transportation.

- Registered Indians have their lowest proportional representation in teaching and social services, 77 percent, and protective services, 74 percent.

- Almost one quarter of the employees in protective service jobs and one-fifth of those in teaching and social services are non-aboriginal. As well, non-aboriginals make up 11 percent of all managerial and administration employees.

- The highest representation of other aboriginals is in sales and other service occupations, 4 percent.

Table 6

Distribution of Ethnic Groups across Occupations
(percent of ethnic group)

Occupation	Registered Indian	Other Aboriginal	Non Aboriginal	TOTAL
Managerial Admin. and Related	11.2	7.4	10.4	11.0
Teaching and Social Services	28.5	40.7	54.8	31.8
Stenographic and Typing	5.0	2.8	4.4	4.9
Bookkeeping and Related	3.4	1.9	2.9	3.3
All Other Clerical	5.0	4.6	5.0	5.0
Protective Service	2.9	4.6	9.3	4.5
Sales and All Other Service	11.8	18.5	6.4	11.4
Primary Industry	5.6	1.9	0.8	5.0
Processing	0.1	-	-	0.1
Machine Prod. Assembly and Rep.	1.0	-	0.8	0.9
Construction and Transport	14.9	9.3	2.7	13.4
All Other Occupations	9.7	8.3	2.5	8.8
TOTAL	100.0	100.0	100.0	100.0

- The highest proportions of all ethnic groups are employed in teaching and other social services occupation: 29 percent of registered Indians, 41 percent of other aboriginals and 55 percent of non-aboriginals.

- Registered Indians are also concentrated in construction and transport (15%), sales (12%) and managerial (11%) occupations, while other aboriginals are concentrated in sales and all other service occupations (19%).

- As well, 10 percent of all non-aboriginals are employed in managerial administration occupations, roughly the same as the proportion of registered Indians (11%).

VII. LIMITATIONS OF CENSUS DATA

There are four main disadvantages with using 1986 Census data to examine the size and characteristics of the Indian Public Sector.

The foremost disadvantage of the census data is the problem of coverage due to non-responding reserves. Ninety Indian bands (136 reserves) did not participate in the 1986 Census, representing an estimated 45,000 people. As these bands represent a significant portion of the on-reserve Indian population, the count for employment by the public administration on-reserve is seriously under-reported and possibly statistically invalid. Generally poor coverage on some of the participating reserves further complicates this problem.

Secondly, the census information is dated. This has two major effects on the analysis of public administration on-reserve. First, with the increase of devolution, public administration on-reserve has been in a period of great transition and growth, changes which are not reflected in the 1986 data. Second, at the time of the census, major changes to the count and characteristics of the Indian population were just coming into effect as a result of the introduction of Bill C-31. As a result, the population counted as registered Indian in the census data is further under-representative of today's population.

There are also limitations stemming from the broad industrial groupings used by the census, which make it difficult to separate the different sectors of the Indian Public Sector according to the working definition. It is not possible to separate from the industry "elementary and secondary education" those people who are employed by band-operated schools as opposed to those employed by federal or provincial schools. Employees of the federal and provincial governments are lumped together with other administrations in the general industry "other public administration". As a result, only the "local government services" sub-industry gives data that include only people working for band and tribal council administrations.

Finally, because the census is coded on the basis of place of residence and not place of work, the data do not capture people who live off-reserve but work on-reserve. Thus, the count for persons working on-reserve is also under-reported due to methodological constraints, although it is not possible to determine by how much.

VIII. CONCLUSIONS

From the 1986 Census, it appears that there are 21,200 people employed in public administration on-reserve. These counts are low-bound estimates, due mainly to the coverage problems on-reserve during the census, and to the fact that the data are for 1986 and include only those employees who live on-reserve. This report is intended as a comparative study of the participation of various ethnic groups in public administration on-reserve.

At first glance it would appear that the non-aboriginal population have better opportunities. They are more likely to be employed full-time and work more weeks on average than members of the two aboriginal groups. As well, 65 percent of all non-aboriginals are employed in management and administrative or teaching and social service positions, compared to 40 percent of all registered Indians. It is possible that this difference in the distribution of ethnic groups across occupations is due to the fact that the management, administrative, teaching, and social service occupations often require employees with higher levels of education than most registered Indians on-reserve achieve. Also, it was beyond the scope of this study to analyse detailed characteristics of persons in specific occupations. Further research should examine other socio-economic factors which would influence these conclusions.

During the last decade, devolution has resulted in major changes in the management of public administration on-reserve. Through devolution, DIAND has transferred much of the responsibility for service delivery on-reserve to Indian bands and tribal councils, increasing the role played by Indians in the administration of their own affairs and contributing to continuing growth in the Indian Public Sector. Given the effects of devolution, it is important to examine the size and characteristics of the Indian Public Sector. While, this report has only provided a brief overview of the public administration on-reserve, further analysis is needed in order to obtain a clearer picture. The report entitled *Indian Public Sector: Analysis of Existing Data and Discussion of Other Data Issues* deals specifically with various data options regarding sources and the need for the information.

IX. METHODOLOGICAL NOTES AND DEFINITIONS

The highlights in this report are based on INAC customized data from the 1986 Census of Population and Housing. There has been some renaming and restructuring of the occupation groupings and they may not appear exactly as they were in INAC's specifications. Further information on this restructuring is included below under the definition of "occupation".

Ethnic Group:

The term **ethnic group** refers to the different populations available in the INAC customized census data. Census information on ethnic origins is based on respondent perception as measured by two questions, one on registered Indian status under the Indian Act (question 7) and one on ethnic origins (question 17).

The **registered Indian** population consists of all individuals who identified themselves as registered Indians in question 7 and as aboriginals in question 17.

The **other aboriginal** population comprises all individuals who identified themselves as having aboriginal ancestry in question 17, less the aforementioned registered Indian population. This population includes Inuit, Métis and non-status Indians.

The **non-aboriginal** populations consists of the total Canadian population, less all individuals who identified themselves as having aboriginal ancestry in question 17.

Industry:

The term **industry** refers to the general nature of the business carried out in the establishment where the person worked as indicated by the name of the employer and the type of business, industry, or service. Further information on Statistics Canada's industry classification can be obtained from Standard Industrial Classification, 1980, StatsCan Catalogue No. 12-501.

This report uses the industry classification **Public Administration**, which is divided into the sub-industries "local government services", "elementary and secondary education" and "other public administration".

Local government services includes all individuals employed in protective services, general administrative services, human resource administration, and economic services administration.

Elementary and secondary education includes all individuals employed in teaching or administration for most elementary and secondary education institutions.

Other public administration includes all individuals employed by federal, provincial and territorial governments, as well as international and other extra-territorial government service industries; education service industries (less elementary and secondary education); and health and social service industries.

Occupation: The term **occupation** refers to the kind of work persons were doing during the reference week (June 3, 1986) as determined by their description of their work and the most important duties of their job. The following is a list of the occupational categories and their CCDO (Canadian Classification and Dictionary of Occupations) codes:

11 Managerial, Administrative and Related

Teaching and Social Services

- 21 Natural Sciences, Engineering and Mathematics
- 23 Social Sciences and Related
- 25 Religion
- 27 Teaching and Related
- 31 Medicine and Health
- 33 Artistic, Literary, Performing Arts and Related

41 Stenographic and Typing

41 Bookkeeping and Related

41 All Other Clerical

61 Protective Service

Sales and All Other Service

- 61 Service
- 51 Sales

Primary Industry

- 71 Farming, Horticultural and Animal Husbandry
- 73 Fishing, Trapping and Related
- 75 Forestry and Logging
- 77 Mining and Quarrying (Including Oil and Gas Field)

81/82 Processing

Machine Production, Assembly and Repair

- 83 Machining and Related
- 85 Product Fabricating, Assembling and Repairing

Construction and Transport

87 Construction Trades
91 Transport Equipment Operating

All Other Occupations

37 Sports and Recreation
93 Material-Handling and Related
95 Other Crafts and Equipment Operating
99 Occupations Not Elsewhere Classified

For further information on classification of occupations, see Occupational Classification Manual, Census of Canada 1971, Volume 1, StatsCan Catalogue No. 12-536.

Total Labour Force: The term **total labour force** refers to persons 15 years and over who were either employed or unemployed during the week prior to enumeration (June 3, 1986); institutional residents are excluded, and persons with two or more jobs reported the information for the job at which they worked the most hours.

Experienced Labour Force: The **experienced labour force** is derived by deleting from the Total Labour Force those unemployed persons 15 years and over who had never worked or who had worked only prior to January 1, 1985.

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89-1	Highlights of Aboriginal Conditions 1981-2001: Part I - Demographic Trends	N. Janet Hagey Gilles Larocque Catherine McBride
89-2	Highlights of Aboriginal Conditions 1981-2001: Part II - Social Conditions	N. Janet Hagey Gilles Larocque Catherine McBride
89-03	Highlights of Aboriginal Conditions 1981-2001: Part III - Economic Conditions	N. Janet Hagey Gilles Larocque Catherine McBride
90-01	Tax Filing Activity of On-Reserve Indians: Preliminary Findings	Robin Armstrong Pierre Gauvin
90-02	Characteristics of Public Administration Employment On-Reserve, 1986 Census	Catherine McBride Marie-Anik Gagné Kathryn Atwell
90-03	Health of Indian Women	Catherine McBride Ellen Bobet